

DDA/REG  
LOGGED

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Proposed FY88 National Level Program Majority  
and Minority Positions

FROM:

D/CO

EXTENSION

NO.

OC-0242-86

DATE

11 March 1986

TO: (Officer designation, room number, and  
building)

DATE

RECEIVED

FORWARDED

OFFICER'S  
INITIALSCOMMENTS (Number each comment to show from whom  
to whom. Draw a line across column after each comment.)1. ~~Exo~~/DDA  
7D18 HQS

12 MAR 1986

EML

2.

ADDA

N

3.

DDA

12 MAR

K

4.

5.

6.

DDA REGISTRY

7.

8.

9.

10.

11.

12.

13.

14.

15.

DDA REGISTRY  
FILE: 90-4

Central Intelligence Agency



Washington, D. C. 20505

OC-0242-86

11 MAR 1986

MEMORANDUM FOR: Lieutenant General Winston D. Powers, USAF  
Manager  
National Communications System

SUBJECT: Proposed FY88 National Level Program Majority  
and Minority Positions

REFERENCES: A. OC-0218-86, dated 5 Mar 86, Subject:  
Proposed Fiscal Year 1988 National Level  
Program

B. NCS-JS, dated 28 Feb 88, Same Subject

1. As you are aware from your association with various classified and compartmented topics, this Agency actively supports and participates in programs which will improve the security posture of our Nation. We also support National Security Emergency Preparedness (NSEP) telecommunications programs which further that aim.

2. I am concerned, however, with several recent issues which may impede, rather than aid, the development of a robust NSEP effort. Reference A was forwarded to the Office of the Manager, National Communications System (OMNCS) and discussed these issues in some detail. These concerns, and the diverse positions presented in Reference B, should be fully debated at the 27 March Committee of Principals (COP) meeting. It is recognized that the Department of Defense, in the role of Executive Agent, may once again be placed in an awkward position as occurred with the recent NSEP funding issue.

3. The concerns addressed in Reference A may be obviated by the final approval of an NSEP Telecommunications Planning Process which "clearly" annotates the responsibilities of the OMNCS and the COP. I would suggest that the establishment of such a process should occur prior to the initiation of a National Level Program. I look forward to continuing to work with the OMNCS to address these issues and to improve our NSEP posture.

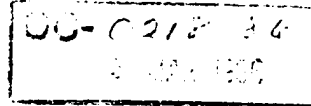
Director of Communications

STAT

Central Intelligence Agency



Washington, D.C. 20505



MEMORANDUM FOR: Mr. B. E. Morriss  
Deputy Manager  
National Communications System

SUBJECT: Proposed Fiscal Year 1988 National  
Level Program

- REFERENCES:
- A. National Security Decision Directive 201, dated 17 December 1985, Subject: National Security Emergency Preparedness (NSEP) Telecommunications Funding
  - B. NCS 411/1, dated January 1986, Same Subject
  - C. CIA Memorandum, OC-3722-85, dated 24 June 1985, Subject: National Security and Emergency Preparedness Telecommunications Requirements Analysis
  - D. CIA Memorandum, dated 17 March 1985, Subject: Funding NSEP Telecommunications Improvements

1. This Agency supports the concept of National Security Emergency Preparedness (NSEP) telecommunications programs. We are concerned, however, with several aspects of References A and B.

a. Our first concern is with the NSEP initiatives and the manner in which they were selected for implementation by the Office of the Manager, National Communications System (OMNCS). The Committee of Principals (COP) has not yet been afforded the opportunity to review and approve the initiatives. While the three initiatives selected by the OMNCS for initial consideration are worthy projects, it is our understanding that only one--Commercial Satellite Survivability (CSS)--has received approval from the NSDD-97 Steering Group. It is my firm belief that the COP must be an integral part of this process to ensure the support of the departments and agencies impacted by the decisions.

SUBJECT: Proposed Fiscal Year 1988 National Level Program

b. As stated in Reference D, we disagree strongly with the recommendation to prorate funding responsibility using the number of circuits as the only criteria to determine individual agency cost allocations. Since the technical parameters of circuits may differ, the benefit to an agency of a particular NSEP improvement can also differ. The summation of different kinds of service for cost allocation purposes is, therefore, inequitable. NSDD-201 directs only that costs will be apportioned based on the results of the ongoing NSEP Telecommunications Requirements Analysis, but does not describe the method(s) to be utilized. A method more equitable than that of number of circuits must be determined. This method must be openly discussed and debated by the COP and not arbitrarily selected by the OMNCS.

c. Our next concern is with NSDD-201 itself. In Reference D, we urged that some method other than shared member funding is necessary for programs which will benefit the National good. The COP overwhelmingly supported that position in the funding proposals which were submitted for review. To have an uncoordinated NSDD thrust upon the members which will severely impact on their own mandated mission responsibilities is fiscally unsound. To depend on funding from members whose budgets are already strained from the Gramm-Rudman-Hollings Bill could jeopardize the implementation of future approved programs. Whatever method of funding is chosen, it must be done in an orderly fashion geared to the fiscal year budget cycle. From my perspective, FY-88 is too soon to begin this process with the selection of approved NSEP initiatives and an equitable method for individual member cost allocations yet to be resolved. NSDD-201 notwithstanding, it is strongly urged that the Executive Agent continue to fund for these programs until this process has been completed and an orderly transition has been accommodated.


d. We are also concerned about the equity of the statement in Reference B that liaison members cannot legally be forced to comply with NSDD-201 even though they have NSEP telecommunications requirements. As a result, their share

SUBJECT: Proposed Fiscal Year 1988 National Level Program

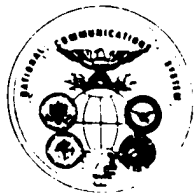
of the costs have been apportioned among the full members of the NCS. Because they collectively have a significant share of the requirements, it is inequitable to shift this cost burden to the member agencies. It is requested that this issue be revisited.

2. In summary, this Agency has statutory and mission responsibilities which must receive primary attention in the budget process. For us to take on additional budgetary demands, the accorded benefits must be obvious to this Agency and an equitable cost allocation process must be devised. Having said this, we stand ready to assist the OMNCS through the Council of Representatives/Committee of Principals to develop mechanisms which will improve NSEP telecommunications programs.

STAT



Director of Communications



NATIONAL COMMUNICATIONS SYSTEM  
OFFICE OF THE MANAGER  
WASHINGTON, D. C. 20305 - 2010

REFERENCE

IN REPLY REFER TO:

FEB 28 1988

NCS-JS

MEMORANDUM FOR NCS REPRESENTATIVES

SUBJECT: Proposed FY88 National Level Program Majority and Minority Positions

Attached for your information are the COR majority position (enclosure 1) and a DoD/OJCS/USCG minority position (enclosure 2) for the proposed COP comments on the Proposed FY88 National Level Program.

2 Enclosures a/s



A. L. Henrichsen  
Joint Secretariat

**National Communications System Representatives**

DOS	Mr. Arthur L. Freeman
TREAS	Mr. John O. Wood
DOD	Mr. Donald E. Kraft
DOJ	Mr. Frank A. Guglielmo
DOI	Mr. James E. Dolezal
USDA	Mr. Joseph P. Erb
DOC	Mr. Thomas W. Zetty
DOE	Mr. Robert M. Lewis
CIA	Representative, NCS COR
OJCS	Col Gene E. Winland, USAF
GSA	Mr. George F. Flynn, Jr.
USIA	Mr. Jack Rubley
USPS	Mr. Daniel R. Lewis
FRS	Mr. Robert E. Frazier
NASA	Mr. Arthur L. C. Sigust
NRC	Mr. John G. Jones
USCG	LCDR William Thibault, USCG
FEMA	Mr. G. Clay Hollister
VA	Mr. William H. Barbee, Jr.
FCC	Mr. Karl W. Brimmer
NSA	
FAA	Mr. Jerome Cohen
NTIA	Mr. Arthur Altenburg

**Copy to:**

DOT	Mr. Sanford L. Glassman
FEMA	Mr. Stephen F. Hood

NCS 452/1

The National Communications System  
Council of Representatives (COR)  
Recommendation for the Committee of Principals (COP)  
Forwarding Comments for the  
Proposed FY 88 National Level Program

The National Communications System (NCS) Committee of Principals (COP) supports the need for a National Security Emergency Preparedness (NSEP) Telecommunications National Level Program. With regard to the individual program elements contained in the National Level Program (NLP) proposed by the Manager, NCS for FY-88, specific member organization comments have been provided to the Manager.

The COP has four points to make on the NLP:

1. Unless specific approval is obtained from the Office of Management and Budget and provided to each member organization's examiner to support funding requests for the entire member organization's share, funds to support the Manager's proposed FY-88 NLP may not be forthcoming. Each member organization must first support its statutory responsibilities and even those resources are being severely cut; therefore, member organizations may not be able to support any funding mechanism which requires reprogramming of Congressionally approved resources.
2. The three programs in the proposed NLP were developed by DoD/OMNCS and not with the participation of the NCS organizations that they are to benefit. The NCS member organizations believe that adequate consideration has not been given to the projected costs and value of these programs, or other possible programs, to support the missions and statutory requirements of the NCS members that are being asked to fund them.
3. NCS member organizations have severe concerns about the process used to allocate the cost, i.e. the use of the Requirements Analysis Report to meet or satisfy specific program requirements and member organization missions.
4. NSDD-201, as written, does not allow for an approval process of the NLP within the COP. Unless the COP is included in this mechanism, members may not be willing to include and defend associated costs in their individual budgets.

Because of these very critical concerns, the NCS COP does not, at this time, support or recommend the implementation of the proposed NLP.



NCS 453/1

February 28, 1986

A Minority Report Prepared by the Department of Defense Representative with the Concurrence of the Representative of the Organization of the Joint Chiefs of Staff and the Concurrence, in Part, of the Representative of the Department of Transportation on the Proposed Fiscal Year 1988 National Level Program:

The Proposed Fiscal Year 1988 National Level Program prepared by the Office of the Manager, National Communications System (OMNCS) and reviewed by the Council of Representatives (COR) is responsive to the direction of the President contained in NSDD-201 (National Security Emergency Preparedness (NSEP) Telecommunications Funding). The responsibilities of NCS member organizations stated in NSDD-201 for identification of NSEP telecommunications requirements and provision of resources are consistent with the obligations assigned to all Federal departments and agencies by Executive Order 12472 (Assignment of National Security and Emergency Preparedness Telecommunications Functions). Pertinent provisions of the Executive Order include the following:

Sec. 3. Assignment of Responsibilities to  
Other Departments and Agencies.

\* \* \* \* \*

(i) All Federal departments and agencies,

to the extent consistent with law (including those authorities and responsibilities set forth in Section 4(c) of this order shall:

(1) Determine their national security and emergency preparedness telecommunications requirements, and provide information regarding such requirements to the Manager of the NCS;

\* \* \* \* \*

(3) Provide, after consultation with the Director of the Office of Management and Budget, resources to support their respective requirements for national security and emergency preparedness telecommunications; and provide personnel and staff support to the Manager of the NCS as required by the President;

The provisions of NSDD-201 are also in harmony with the mission assigned to the NCS. As the NCS is a confederation of the member organizations designated by the President, that mission has become a part of the missions of all member organizations. The mission, stated in Executive Order 12472, has the force and effect of law and thus has status equivalent to other responsibilities assigned to NCS members by statute or Executive Order. The

pertinent provisions of Executive Order are:

Section 1. The National Communications System. (a) There is hereby established the National Communications System (NCS). The NCS shall consist of the telecommunications assets of the entities represented on the NCS Committee of Principals and an administrative structure consisting of the Executive Agent, the NCS Committee of Principals and the Manager. The NCS Committee of Principals shall consist of representatives from those Federal departments, agencies or entities, designated by the President, which lease or own telecommunications facilities or services of significance to national security or emergency preparedness, and, to the extent permitted by law, other Executive entities which bear policy, regulatory or enforcement responsibilities of importance to national security or emergency preparedness telecommunications capabilities.

\* \* \* \* \*

(c) The NCS shall seek to ensure that a national telecommunications infrastructure

, is developed which:

- (1) Is responsive to the national security and emergency preparedness needs of the President and the Federal departments, agencies and other entities, including telecommunications support of national security leadership and continuity of government;
- (2) Is capable of satisfying priority telecommunications requirements under all circumstances through use of commercial, government and privately owned telecommunications resources;
- (3) Incorporates the necessary combination of hardness, redundancy, mobility, connectivity, interoperability, restorability and security to obtain, to the maximum extent practicable, the survivability of national security and emergency preparedness telecommunications in all circumstances, including conditions of crisis or emergency; and
- (4) Is consistent, to the maximum extent practicable, with other national telecommunications policies.

The proposed National Level Program is consistent with the mission assigned to all members of the National Communications System. Further, the NCS mission goes beyond merely satisfying the telecommunications requirements of individual member organizations. The NCS members are collectively charged with the development of a national telecommunications infrastructure which is responsive to the needs of national security leadership and continuity of government. Therefore, we do not agree with the implications of the majority recommendation that:

1. Supporting the National Level Program falls outside the missions and statutory responsibilities of member organizations; and

2. The initiatives of the National Level Program must be of unique benefit to a member organization (rather than of benefit to the Nation as a whole) in order for a member organization to be obliged to support the program.

Concerning the process used to allocate the cost of an approved National Level Program, NSDD-201 states: "The method of determining each organization's share of such costs, in turn, will initially be based on the results of the ongoing NSEP Telecommunications Requirements Analysis within the NCS." (emphasis added). Thus, the President has recognized that this analysis is subject to continued refinement and readjustment of cost allocation is possible even after final NSDD-97 Steering Group action on the

proposed FY 88 program. We are confident that the Manager, NCS, in coordination with OMB, the Executive Agent, and the NCS Committee of Principals will carry out the President's instructions to "develop the necessary planning and funding procedures to implement the provisions of [NSDD-201]."

Finally, as the President has directed that member agencies share implementation and recurring costs with DoD in FY 88 and beyond, we consider the majority's recommended rejection of the NSDD-201 approval process improper.

For the reasons stated above, we respectfully disagree with the recommendation approved by the COR on February 27, 1986.

The Representatives of the Department of Defense and the Organization of the Joint Chiefs of Staff propose the following alternative recommendation and urge its thoughtful consideration by the Committee of Principals:

The National Communications System Committee of Principals supports the Proposed Fiscal Year 1988 National Level Program which has been prepared by the Office of the Manager. Approval of the program by the NSDD-97 Steering Group is recommended. To be

fully successful, the strong support of OMB is essential in order that the necessary funds can be approved in the President's FY 88 budget.

Similarly, the Representative of the Department of Transportation proposes the following alternative recommendation and urges its thoughtful consideration by the Committee of Principals:

The National Communications System Committee of Principals recommends a reduced level of support for the Proposed Fiscal Year 1988 National Level Program which has been prepared by the Office of the Manager. Specific approval and funding level of the suggested programs by the NSDD-97 Steering Group is recommended. To meet the goals and complete the implementation within the FY 88 - 91 timeframe and be fully successful, the strong support of OMB is essential in order that even the reduced level of necessary funds can be approved in the President's FY 88 budget without compromise to other high priority programs.